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Among the States

Legislative Service Agencies.—Legislative sessions in 1953 have brought widespread action to provide state legislatures with staff service agencies for research, counseling, fiscal analysis and statutory revision. Among recent developments:

Legislative Councils have been created in **Alaska, Arizona, Colorado, Montana** and **Tennessee**, and strengthened in **Wyoming.** The **New Jersey** legislature has created an interim commission, authorized to report to the next session of the legislature on the advisability of establishing a Legislative Council. **Idaho** has reactivated the position of Legislative Counsel.

Arkansas has established a legislative post-audit process as part of a major fiscal reorganization; it will be conducted under the supervision of a joint auditing committee, composed of legislators. **New Mexico** has created the position of Legislative Budget Analyst.

The **Nevada** Legislature has re-named its Commission for Revision and Compilation of Nevada Laws, created in 1951, as the Statute Revision Commission, to be headed by a Revisor of Statutes. Enlarged functions of the commission include complete bulk revision and compilation of the state's laws and constitutional provisions. Continuous statutory revision is contemplated when the bulk revision is completed.

●

Illinois State Office Building.—The Illinois legislature has passed and the Governor has signed a bill to erect a $12,500,000 state office building in Springfield, the state capital. Architects are expected to begin work shortly and ground is to be broken next winter. The building will be occupied by employees now working in rented quarters and may also relieve overcrowding in the capitol.

●

Maryland Legislation.—The Maryland legislature has approved a record-breaking budget bill which authorizes expenditures of about $193 million for the next fiscal year. This represents a cut of about $1,660,000 in the Governor's recommended expenditures and will permit the General Assembly to set next year's tax rate at 5.67 cents per $100 of assessable property—the lowest in Maryland history. The current rate is 6.04 cents.

In the field of education the legislature provided that, beginning July 1, 1954, the teachers' pay scale will be from $2,500 to $4,300, replacing the present $2,200-to-$3,800 range. Beginning with fiscal 1955, salaries will be increased further to a $2,800-to-$4,600 scale. Under the revised plan, ten years will be required for a beginning teacher to reach the maximum salary limit. Beginning in fiscal 1955, counties in which teachers' salaries are below minimums will be required to pay more of the share of the additional cost.

Other Maryland enactments include bills increasing the salaries of the Attorney General and Comptroller to $12,000 annually; legislation continuing the maximum motor vehicle weight limitation at 65,000 pounds; and a law under which a state employee who refuses to answer questions on grounds of self-incrimination may be discharged.

●

Montana Reorganization Measures.—Fruits of Montana's "Little Hoover Commission" studies are reflected in some of the major reorganizational changes enacted into law by the 1953 legislature. It created a permanent Legislative Council, set up a state personnel department headed by a four-member commission and established three inter-departmental advisory councils. The three advisory councils—established in the fields of welfare, health and institutions; natural resources and development; and agriculture and livestock problems—are designed to bring about closer cooperation among departments faced with similar jurisdictions or interests.

Governor Aronson has signed another measure setting up a state oil and gas conservation commission with broad powers over location and spacing of wells, drilling, equipping and operating; it takes over the oil regulatory powers of both the present oil conservation commission and the railroad commission.

●

New York Legislative Session.—The New York legislature adjourned March 21 after approving budgetary appropriations totalling about $1,089,000,000 for the ensuing fiscal year. Only major state tax increase was a gradual one, of 5 per cent by 1956, in the tax on parimutuel racing.

One outstanding issue of the session was that of New York City finances, and a "package" was enacted authorizing new revenues for the city dependent upon its transferring its chronic subway deficits to a new "transit authority." The state rent-control system was continued, with the provision that residential rents may be increased a total of 15 per cent over the rate that prevailed in 1943. Special temporary commissions were established to study state-local fiscal relations and court reforms. A reorganization plan for the civil service commission was approved. The state police force was expanded and the driver license fee increased. A number of proposed constitutional amendments received final clearance for action by the electorate. The state-aid formula for local public assistance was revised, and limited provision was made for availability of information to qualified persons about assistance recipients.

Among bills defeated were proposals for study of the marriage and divorce laws, permanent personal registration of voters, licensing of chiropractors, funds for a state television station for educational purposes, compulsory motor vehicle inspection and compulsory automobile liability insurance.

North Carolina Ports Authority.—The North Carolina legislature has authorized the Governor to appoint a seven-member State Ports Authority in place of the present nine-member body. The new board, members of which will serve four-year terms, will have jurisdiction over inland ports as well as those of Morehead City, Wilmington and Southport.

●

North Dakota Legislation.—Fiscal measures adopted by the 1953 legislature in North Dakota include amendment of the income tax to raise exemptions for dependents from $500 to $600 and re-enactment of the 2 per cent retail sales tax, with exemptions for commercial fertilizers, prescription drugs and certain seeds and plants. The legislature provided that unclaimed tax refunds on aviation gasoline shall go to the State Aeronautics Commission to build and maintain small landing strips. A $5 million revolving fund was established from which long-term loans may be made to school districts for financing building construction.

●

Workmen's Compensation.—The **South Carolina** legislature has increased maximum workmen's compensation benefits to $35 as compared with $25 previously. The waiting period is changed from three to seven days, and the retroactive period from fourteen to twenty-eight days.

●

South Dakota Drivers Law.—The South Dakota legislature has enacted a drivers' permit law and a financial responsibility law—and consequently all forty-eight states now require a permit or license for operation of automobiles. Another enactment of the 1953 session was a small loan regulatory law, adopted following an investigation by the Attorney General last year.

●

West Virginia Legislation.—The West Virginia legislature, which adjourned March 14, has created the office of Legislative Auditor. He is to make "a continuous audit and analysis of the state budget, revenues and expenditures, during and between sessions of the legislature." Under the law he also is to report to the next legislature and its Joint Committee on Government and Finance "any misapplication of state funds or erroneous, extravagant or unlawful expenditures by any spending unit."

The legislature approved increases in annual salaries of the State Road Commissioner from $8,000 to $9,000, Public Service Commissioners from $7,500 to $9,000, Budget Director from $7,000 to $8,000, Adjutant General from $6,000 to $7,000 and Director of Industrial and Publicity Commission from $6,000 to $7,000. Provision was made for submission of a constitutional amendment that would raise salaries of legislators from $500 to $1,500 a year.

Other West Virginia enactments require the State Purchasing Director to adopt standard specifications based on scientific and technical data in advertising for bids for all state purchases; increase maximum weekly unemployment compensation benefits from $25 to $30 and the maximum benefit period from twenty-three to twenty-four weeks; and amend the water pollution act to eliminate the exemption granted coal company washeries and make them subject to proceedings by the State Water Commission.

●

Wisconsin's Senatorial Representation.—Wisconsin voters on April 8 voted to amend the state constitution to provide that representation in the state Senate should be on the basis of both "area and population" rather than population alone. Further legislative action will be required to put the amendment in effect.

●

Uniform Commercial Code.—The Uniform Commercial Code, the extremely voluminous and important project developed by the National Conference of Commissioners on Uniform State Laws, has received its first legislative approval. The **Pennsylvania** Senate approved it in February and the House of Representatives late in March. In **New York** the legislature referred the code to the state's Law Revision Commission for study and report before further action. Bills to enact the massive body of law contained in the code have been introduced in legislative sessions of a number of other states.

●

Legislative Investigations.—The Subcommittee on State and Local Government of the **Washington** State Legislative Council, which conducted an investigation of organized crime during 1951–52, has recommended a law setting up mandatory rules of procedure to guide all legislative interim committees. Among its provisions it would require committee approval for initiation of major investigations, for reports and their release, for holding of executive and public hearings and for release of testimony taken in executive hearings. The law also would provide for stenographic record of testimony taken under oath, the right of witnesses to counsel, the right of those under investigation to cross examine witnesses through questions submitted in writing to the committee chairman, and their right to call witnesses on their own behalf.

●

New York Surplus.—The State of New York ended the 1952–53 fiscal year on March 31 with an operating surplus for the year of $21¼ millions. Total expenditures were $1,053,597,843, of which about 55 per cent was for state aid to localities. After transfers, the state-purposes reserve fund now totals almost $75 millions, and the local assistance reserve fund contains $51.8 million.

●

Arizona Excise Tax Decision.—A recent Arizona Supreme Court decision has resulted in anticipated additional state revenue of between $1 and $1.5 million a year, according to estimates of the State Tax Commission. The court held that sales of merchandise by a home-state dealer licensed under the Arizona Excise Tax Act are subject to the 2 per cent excise tax even though the goods are delivered f.o.b. to the purchaser from a manufacturer or distributor outside the state. In con-

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The quality of state governmental services depends in large degree on the competence of state employees, and this in turn depends in considerable degree on employee training, whether on the job or elsewhere. But too many "training programs," in the opinion of Charles S. Weber, Personnel Training Administrator for the Michigan Civil Service Commission, don't train effectively. In this paper he explains why he finds that to be the case, recommends certain fundamentals for effective training and cites successful methods that have been used by the training division he administers in Michigan.

Getting Results from Training

By Charles S. Weber

Training should be judged by its results. Although this statement is generally accepted as axiomatic, trainers in the past have been able to avoid most of its implications by claiming that the results are extremely difficult to evaluate. Lately, however, an increasing number of industrial psychologists have been declaring that many of the training techniques which we have been using have been unproductive and that the difficulty of evaluation arises because there has been little if anything to evaluate. Professor A. Zaleznik of Harvard University puts the idea rather bluntly: "There is too little evidence that training personnel are aware of their assumptions and are attempting critically to check them against experience." Unfortunately, there is too much evidence available which tends to prove that Professor Zaleznik is correct.

The attempt to evaluate training method in terms of end results began at least half a century ago but has gained most of its momentum during the last decade. The most significant characteristics of this movement have been its concentration on the learning process and its assumption that no worthwhile results can be achieved unless an effective learning process is utilized. In brief, only those training methods which meet tested learning process standards are assumed to be likely to produce good training results.

All this sounds rather simple until we consider that the acceptance of the conclusion throws many of our current training practices out the back door.

The major considerations which underlie these changing training concepts, and which have produced quite different values, can be summarized readily under a few heads:

1. The lecture method has been pretty generally repudiated as an effective means of training employees. Not only is it wasteful of time, energy and language, but it is unreal and, to the learner, remote from experience. Fundamentally a means of imparting information, the lecture falls short as a training device because it fails to translate that information into needed action. It places the learner in a passive position and thus reduces training results to a minimum. The authoritarian lecture method also reduces participation and cooperation to an almost valueless state.

2. Trainees should have a voice in the selection of the subject matter which makes up the training program. This influence should go far beyond mere choice in selecting general subjects or subject areas. What the trainees know or do not know should have a direct effect on which topics or what details are retained or rejected. Too often "training" (glorified under the euphemistic terms of "inservice" or "refresher" training) has involved no more than telling employees what they already know. When 90 per cent of the subject matter bores the trainee because it is "old stuff," the effectiveness of the remaining scattered 10 per cent is sadly neutralized.

This concept of employee selection of training subject matter particularly antagonizes those trainers who insist that they *know* what the trainee needs and who in the past have been supplying this "need" with the formalized supervisory, human relations and management development courses that now look shallow and unproductive when subjected to learning process analysis. Furthermore, when training need is properly determined, both the job of determining that need and the development of training methods to meet the need become far more complicated than is generally believed. The opposition of certain trainers to the newer practices may very well be grounded unconsciously in their inability to handle the difficulties which these new practices involve.

3. Trainees should be involved definitely and continually in the training. Despite all the loose talk we hear about learning by doing, too much

training still compels the learner to listen to someone else tell him how the thing should be done. To become a good supervisor, one must gain experience in supervising. A day of actual guided experience is worth a month of explanation. Courses in leadership which inform the trainee what characteristics make a good leader do not and will not develop leadership. It's just not that easy. The trainee can learn how to lead only by being involved in the practice of leading.

Thus teaching employees definitions, principles and facts (the things that are so dear to the academic mind) does not mean that one is training them to do a better job. Such theories are meaningless in the training sense unless they adequately involve the trainee; as commonly "taught," they involve the trainee only in meaningless talk. The wise trainer creates the training situation first. If any facts or principles arise, they are then strictly secondary and subordinate to the training operation in which the trainee is involved.

4. Discussion by itself is not the answer to the training problem. It is quite possible that the learning-by-discussion technique has been carried to the point where professional training groups have become discussion punch-drunk. Talking about a problem can too easily be substituted for solving the problem.

Discussion that is non-productive, no matter what its other virtues, is a waste of training time. Nor is a discussion productive in the training sense just because it is "interesting." One midwestern state agency has been discussing the problem of interdivision cooperation at training sessions for the past ten years and still has its original problem. Most general discussions about public relations tend to end in futility (that is, the problem tends to remain after the discussion ends) simply because public relations problems require something more than talk to reach adequate solutions. Of late the trainer, like almost everyone else, seems to be falling into the habit of thinking that all one need do to solve a problem is to get a group together to discuss it.

All this should make it clear that the day is past when trainers can carry on their work by means of a few simple formulae. (The outstanding characteristic of World War II training, it should be remembered, was the reduction of training practices to simple formulae.) You just can't train people how to improve their human relations by having them list the causes and the remedies for poor human relations. Learning four quick easy steps will not enable one to go back on the job and solve employee grievances. One cannot become an executive by listing and memorizing the qualities which characterize a "good" executive. Keeping a group thinking up answers to questions or offering "discussion comments" does not mean you are training the members of that group. Yet these childish practices have been and still are being carried on as serious training techniques. There are books on training available which devote their entire space to simple formulae of this kind. No wonder the results are difficult to evaluate!

Acceptance of the fundamentals which have been discussed thus far produces a radical change in the operation of public service programs. To begin with, much more detailed pre-planning is required. Personnel must be trained to handle the new methods. Carrying out the program requires the expenditure of much more training energy. Methods are much more varied. No one method can be used repeatedly or even consistently; a single training program may call for a wide variety of methods and practices.

Techniques, too, are different: the larger share of the training time will be given over to workshop units, role playing, problem solving, discussion and practice groups, dramatic presentations, and case studies. The preparation of the needed materials is an exacting job which only a skilled trainer can handle properly. Finally, there is the job of selling management new techniques which managers may have heard of but not experienced.

How to conduct training programs which would conform to the newer concepts of learning has been for the past three years one of the prime objectives of the training division of the Michigan Civil Service Commission. Convinced by both precept and experience that many of the older methods of employee training were failing to produce adequate results, and that the conference technique was being abused badly as a training practice, we turned to these newer practices in the hope that they might provide results which we believed management had the right to expect.

Five years ago we were still trying to teach government letter writing, reporting and recording, supervisory practices, and human relations to employee groups by means of the lecture-discussion method. The results, so far as we could measure them, were largely disappointing. Our letters and reports still failed to meet the conventional standards we had set up as within the reach of the group. Both our good and our poor supervisors took the human relations course, both groups seemed to learn and absorb the "facts," attention and interest were good, and discussion was animated, but when they returned to the job the good supervisors were still "good" and the poor supervisors were still poor in their handling of human relations problems. We

obviously were not penetrating deeply enough to produce the changes effective training required. The "results" we were getting were not enough.

Much more disconcerting was our conclusion that most of our employees already knew most of the facts we were trying to teach them. The training problem which we faced obviously was not one of additional knowledge; it was a problem in getting employees, supervisors and executives properly to apply the knowledge they already possessed. Good intentions were a poor substitute for correct method.

OUR FIRST steps toward better training method came when we decided it would be both necessary and worth while to conduct a personnel inventory before deciding what material should go into a particular training program. We needed to know what our employees knew or did not know or what they wrongly knew before we decided on how to shape and develop the training routine. We now use various devices, depending upon situations and circumstances: interviews, letters, suggestions and recommendations, questionnaires, true-false and multiple choice tests and personnel inventory statements which the employees accept or reject. We do not submit lists of subjects to employees and ask them to give 1, 2, 3 preferences, since we find this kind of choice superficial and therefore almost meaningless.

We find the personnel inventory the most effective because it allows us to cover a wide area of subject matter and to estimate which items need training attention and which can safely and wisely be ignored.

Another way of determining training subject matter and at the same time utilizing a sound training technique is to ask each member of a trainee group to write out a statement of his most perplexing or bothersome operating problem and then to use the problem-solving conference as the training method. Then the group, not the trainer, attacks the problem and tries to develop a satisfactory answer. The advantage of this method lies in its power to make the trainee think as he would if he were confronted with the operating situation. We find this practice especially helpful in dealing with supervisory and executive groups, in handling human relations problems, and with training situations which involve communications, coordination and cooperation, and public relations. But we have no formula for effective problem solving; what we do during the training sessions depends upon the subject matter, the nature of the problems, the objectives to be attained in terms of the individual and group needs, and the particular working activity which we wish the problem-solving conference to demonstrate. In other words, are we aiming at better supervision, expression, reporting, fact finding, decision making, operating improvement, cooperation, human relations, or what? The answer, not our dream of what training ought to do, determines the manner in which our problem-solving clinics operate. No two need be alike.

Since problems must be real (which means they need to be drawn from the experience of the group), we recently have been trying the "special incident" technique, a method which concentrates the attention of the trainee group upon a work situation which has given rise to some unusual supervisory, employee or operating headache. Using the general heading of "Experiences and Experiments," we have been able to secure some excellent case studies, problems, and ideas for use in problem-solving clinics.

We have completely abandoned the lecture method in the field of public relations (and receptionist) training. We have found that carefully prepared dramatic skits are much more effective. We also strongly recommend role playing. Even better, however, is to have representatives of the public sit down with employees who need such training and to precipitate a discussion which serves to analyze and unravel those problems which have been producing irritation and friction. (Actually, we have found that the best public relations training results often are obtained from training situations which do not directly aim at a public relations objective.)

Several times we have used the term "training situation." Each time we have been referring to an active training session or unit from which the trainee is expected to gain special benefits *by his own* effort and participation. It is especially conceived for the occasion. One of its best examples is the proper use of the workshop technique. By this means, small groups of employees, operating with a minimum of guidance, are placed within a situation which requires that they expend normal effort to carry on a normal operating activity. (An artificial workshop situation—and we have all seen many of them—is nearly always bad business.)

AS AN example of how this technique works, we might cite a recent Michigan state department workshop conducted in the field of departmental communications. After the larger employee group had determined what the serious agency communications problems were, the larger group was divided

(*Continued on page 146*)

State Budgets—1953

By Leon Rothenberg

Research Director, Federation of Tax Administrators

Budgets that have been submitted to legislatures in 1953 indicate that the next two years may be a transitional period in state finance. Under the impetus of expanding populations, rising prices and a wartime-created backlog of capital improvements, aggregate state spending has risen each year since the end of the war. Numerous new taxes have been enacted by the states to help finance the rising spending spiral. But the major portion of the total rise in expenditure requirements has been met not by additional tax legislation but through the increase in revenue produced by existing taxes as a result of the upward movement of national income. For fiscal periods beginning in 1953, most proposed budgets anticipate a continued growth in state expenditures without the comparable expansion in revenues that has characterized the postwar period thus far.

In about two-thirds of the forty-two states in which legislatures assembled in January proposed budgets recommended spending at a level higher than estimated revenues. In most of these states, no additional taxes are needed to meet budgetary requirements since balances in state funds, available for appropriation, are high enough to close the gap. These balances represent the still-unused portions of surpluses accumulated during World War II, supplemented in some states by the revenue "windfall" from the inflationary upsurge that followed the Korean outbreak.

Budgets in more than a half-dozen states, however, either contemplate deficits at the end of the current fiscal period or recommend expenditures which exceed estimated revenues at current tax levels plus appropriable balances. Budget messages by the Governors in these states have stressed the need for additional taxes for general purposes. In several states, Governors have reported that current fiscal conditions and proposed budget levels will permit some measure of tax reduction. This latter category, however, includes states in which appropriation proposals exceed revenues and tax reduction is made possible only by the level of state balances.

The slowdown in the upward spiral of state revenues projected in proposed budgets is based on an expected levelling-off in general sales and income taxes, the two state levies most responsive to fluctuations in the economy. The present easing of inflationary influences that dominated the economy since mid-1950 is reflected in the revenue estimates submitted for 1953 and 1954. Sales taxes, which had expanded so sharply during the heavy consumer-buying periods of latter 1950 and early 1951, are expected, in most states, to remain fairly close to their 1952 levels during the next two years. Many states have estimated smaller returns from levies on corporate income and a diminished rate of increase in individual income taxes.

On the outgo side, the same factors which have stimulated expansion in state budgets since the end of the war, are expected to determine the levels of spending in 1953 and 1954. The rise that has occurred in the prices since legislatures assembled early in 1951 has compelled a further budgetary review of salary scales and institutional requirements. Although the influence of the inflationary factor on state spending may diminish during the next two years, the effects of an expanding population are expected to become even more pronounced. Growing numbers of children coming of school age, of motor vehicles using state highways, of persons to be cared for in state institutions, and of old-age-assistance eligibles, all supply an impetus to rising state expenditures.

Enrollments in elementary and secondary schools are expected to increase by 8 million in the course of the present decade. Governors in more than one-fourth of the states this year stressed the need for major expansion in their states' highway systems, recommending either increases in highway-user taxes or the establishment of toll-road authorities. Institutional construction needs, and the greater availability of critical materials, also contributed significantly to the proposed volume of state spending, although in many states, programs for capital improvements were curtailed because of limited fiscal resources.

Public welfare is the one major function for which no appreciable rise in state spending has been contemplated in the budget document for the next fiscal period. Although social security statistics indicate that average payments per recipient have increased and that the number of persons over 65 years of age continues to grow, old-age-assistance caseloads have declined because of the high level of employment and the expanded social security coverage enacted by Congress in 1950. Similarly,

economic conditions have reduced aid-to-dependent-children caseloads and total costs, although individual benefit payments have increased.

The fiscal outlook for 1953–55 has raised the question in many budget messages whether available state revenue resources are adequate to meet long-run expenditure requirements. The need for rigid economy was emphasized repeatedly by Governors in reducing departmental requests. Their messages, however, also stressed that for the long-run solution of state revenue problems, the present distribution of governmental revenues and the effectiveness of existing tax systems should be re-examined.

Two points, highlighted in budget messages were (1) that the heavy burden of federal taxes serves to limit the tax resources available to the states, and (2) that the growing amounts of state revenues paid to local governments—the proportion to the total exceeds 50 per cent in some states—must be curbed. Proposals in this latter connection have been designed principally to increase the fiscal capacity of local governments through improving administration of the property tax, which remains the principal source of local revenue. Arkansas, Kansas, Oklahoma, Oregon and Washington are among the states in which Governors' messages recommended legislation to improve property tax procedures.

On the question of federal-state tax relations, Governors in many states have called specifically for the relinquishment of some federal tax sources to the states. A frequent proposal has been that the gasoline tax be made an exclusive state preserve, in line with a recommendation by the Governors' Conference of 1952. But state executives also have stressed the need for a more extensive realignment of federal and state taxes. The recent interest demonstrated by both the executive and legislative branches of the federal government in the proposal for a national commission on intergovernmental relations suggests that important revisions may be made in available state tax resources before the legislatures meeting this year assemble in budget sessions again in 1955.

Summaries of a number of state budgets as proposed to the legislatures follow.

CALIFORNIA

Total expenditures for fiscal 1954 are estimated at $1,326.9 million, an increase of 6.7 per cent over the current year. Total revenues are expected to rise 4.3 per cent to $1,195.7 million. This anticipated excess of expenditures over revenues will reduce accumulated surplus from an estimated $372.8 million at the end of the current fiscal year to an estimated $241.7 million on June 30, 1954. Included in the latter amount are $151.1 million in reserve fund balances and $110.3 million in special fund balances. General fund surplus is expected to decline from $66.2 million to a deficit in fiscal 1954 of $19.7 million.

The principal factor in the anticipated drop in general fund surplus is a constitutional amendment recently adopted by the voters increasing state support of public schools. The increase in the fiscal 1954 budget attributable to it is almost $70 million and will mount each year with expansion of school enrollments. The Governor recommended additional taxes to finance this long-run need rather than use of reserve funds for budget-balancing purposes. The revenue measures suggested by him were a new 2-cents-per-pack cigarette tax and increases in distilled spirits taxes, beer taxes and horse-racing license fees—the aggregate yields from which are estimated at $49.8 million on a full year's basis.

An increase of $82.8 million in proposed total expenditures consisted of jumps of $36.3 million in state operational costs and $88 million in local assistance, offset by a $41.5 million decline in capital outlay. A proposed 11 per cent increase in the state operations budget to $367.9 million reflected principally a 5 per cent increase in state salaries, expansion of the state highway patrol and the putting into operation of previously authorized and newly built facilities for educational, hospital and correctional use. The capital-outlay budget was down 16.2 per cent, to $214.9 million, but the Governor reported that earmarked highway-user revenues available for construction fell far short of meeting highway-system deficiencies and that a rapidly expanding population was creating new capital needs constantly. The local assistance budget, constituting 56 per cent of total expenditures, was up 13.4 per cent to $744.1 million, due mainly to the effects of the new constitutional amendment, but also reflecting a growth in school population and an increase in motor vehicle taxes which are shared with political subdivisions. Social welfare grants remained substantially at the preceding year's level.

On the income side, the major part of an increase of $46.3 million in total estimated revenue was due to jumps of 3 per cent in yield in retail sales tax, 3.9 per cent in that on personal income taxes, 13.5 per cent from insurance taxes, and 6.3 per cent from highway-user taxes. Corporation tax revenues were expected to remain at an even keel in the next fiscal year.

COLORADO

The proposed general fund budget for fiscal 1954 anticipates that revenues will drop 7.5 per cent to $27.2 million and that expenditures will remain at approximately the current year's level of $34 million. These operations are expected to reduce general fund surplus at the end of the next fiscal year to $9.2 million. The State Controller, in transmitting the budget to the Governor, recommended that working capital be maintained at about $10 million to meet heavy school-aid obligations in the first seven months of the fiscal year, when only one-fourth to one-third of total general fund revenues are collected. He suggested that new or additional sources of revenue be found or that reductions be made in appropriation requests.

The anticipated decline in revenues reflects, principally, an estimated $1.9 million drop in income tax collections, which constitute about 65 per cent of total

general fund revenues. Colorado's largest revenue producer is its sales tax, but most of the yield from this source is dedicated for special purposes, and only a small proportion is allocated to the general fund.

For major functions, general fund appropriations proposed for fiscal 1954 were at their current year's level. Recommended public-school aid, the largest single item in the general fund budget, totaled $12.5 million, the same as in 1953. Proposed spending for educational, welfare and correctional institutions, in most instances, corresponded to 1953 appropriations.

Recommendations for the various public assistance categories, which are financed principally from dedicated revenues, were essentially the same as current figures. Highways, another special fund function, are not included in proposed budgetary spending.

MARYLAND

As originally submitted, the Governor's general fund budget estimated revenues of fiscal 1954 at $94 million, 4.7 per cent above estimates for 1953; and expenditures at $105.6 million, 8.9 per cent above the current level. The budget contemplated a drop in general fund surplus from $11.4 million at the end of fiscal 1953 to $291 thousand at the end of the following year. Subsequent revision of estimated revenues, however, both for the balance of the current year and for fiscal 1954, by the state Board of Revenue Estimates, indicate a more favorable fiscal outlook. On this basis the legislature, with the approval of the Governor, extended for another year a 15 per cent income tax credit first allowed in 1952.

Education accounted for $4.2 million of the proposed total increase in general fund appropriations. This increase in educational costs consists of boosts of $1.8 million in aid to local schools, $1.5 million in the state's contribution to the teachers' retirement fund, and higher costs for the state university and teachers colleges. Other recommendations for higher spending included a proposed appropriation of $2.5 million for salary increases for state employees, an increase of $649,000 in the state's contribution to its employee retirement system and an added $1.5 million for health and hospitals. The one major function for which smaller appropriations were recommended was public welfare—including both public assistance and institutional care—which declined about $650,000, due mainly to smaller requirements for old-age assistance and for general relief.

Special fund appropriations for highways for fiscal 1954 totaled $36.1 million, compared with appropriations of $33.5 million in the current year.

MASSACHUSETTS

Declines of $2.4 million in appropriations and of $7.2 million in income are contemplated in the general fund budget proposed for fiscal 1954. No additional taxes were recommended, but general fund revenue estimates are contingent upon extension of $59.6 million in temporary taxes scheduled to expire this year. (Revenue estimates for special funds include the proposed extension of an additional $19.1 million in temporary taxes.) Even with the reenactment of the temporary taxes, the budget contemplates that general fund surplus, estimated at $6.8 million at the end of the current fiscal year, will be used up completely by June 30, 1954. In the proposed general fund budget, revenues are estimated at $146.2 million; recommended expenditures totaled $150.4 million.

The drop in anticipated revenues reflects almost entirely a smaller return expected from the state's corporation income tax, its largest revenue producer. The proposed reduction in appropriations is the net result of recommended decreases in some items and increases in others.

The largest item in the general fund budget, mental health, totaled $40.5 million, slightly higher than in the current fiscal year. A proposed increase in educational spending, from $33.5 million in fiscal 1953 to $35.4 million in fiscal 1954, reflected principally increased school grants and an increase in the state's contribution to the teachers' retirement system. Recommended appropriations for the public welfare department—which include spending for institutional care and all public assistance categories except old age assistance—dropped from $21.5 million to $19.7 million. The general fund budget also includes a $900,000 increase in contributions to the state retirement board and a decrease of $504,000 in appropriations for personnel services in the state tax department.

Recommendations for old age assistance, financed through earmarked revenues, were $37.6 million, compared with $43.1 million appropriated in fiscal 1953. Proposed appropriations for highway activities, a special fund function consisting entirely of maintenance costs in fiscal 1954, were more than $5 million under the 1953 level. The Governor repeated that no additional appropriation was necessary for highway construction in fiscal 1954 because of the availability of unexpended balances from past appropriations and the proceeds of bond issues.

Capital outlay recommendations by the state Public Building Commission consisted of $3.5 million to be financed through current revenue and $34.3 million to be financed by a proposed bond issue. Recommended spending from the state's veterans' services fund, which includes debt service on veterans' bonus bonds in addition to various institutional and educational services for veterans, totaled $25.8 million compared with $23.6 million in the current year.

MICHIGAN

The Governor's general purposes budget recommended appropriations of $345.2 million for the next fiscal year—$14.3 million above the level of current appropriations—and, estimated revenues from present sources at $306 million, an increase of $2 million over fiscal 1953. The Governor estimated the general fund deficit at the beginning of fiscal 1954 at $90 million and urged the legislature to enact additional revenues. He reported that the levels of appropriation already had been reduced to a dangerous point in many areas.

A $4.6 million increase in mental hygiene costs to $43.7 million was the largest recommended. Education was up $4.1 million to $164.1 million, reflecting increased capital outlay and higher operating costs for state colleges; local school aid, which comprises two-thirds of total educational costs and consists almost entirely of earmarked sales tax yields, was down $900,000. Public safety recommendations called for $1.7 million more to meet ex-

panded highway patrol and civil defense needs. Proposed spending for public welfare dropped $2.5 million to $49.9 million. Of total proposals, state operations accounted for 50 per cent, local benefits 46.3 per cent, and capital outlay 3.6 per cent.

Highways are financed with earmarked revenues and are not included in the general fund. The budget estimates that highway-user revenues assigned to the state highway department will total $59.9 million—2.4 million higher than in the current year.

MISSOURI

The general revenue fund budget for the 1953–55 biennium anticipates that revenues will decline $4.3 million to $166 million and that expenditures will total $144.6 million, $11.4 million below appropriations for the current biennium. Estimating that general revenue fund surplus at the end of the current biennium, before emergency appropriations, would total $30.5 million, the Governor advised the legislature that the additional $21.4 million in surplus expected in 1953–55 would permit a reduction in taxes. He proposed that food be exempted from the sales tax.

Smaller collections from the sales tax, the largest source of state revenue, account for about three-fourths of the anticipated decline in revenues in the next biennium. Estimates indicate that income taxes will remain at their 1951–53 level and that corporation franchise taxes will drop somewhat.

Of the proposed decline in expenditures, $8 million represents decrease in recommendations for the various public assistance categories, principally old age assistance and aid to dependent children. The Governor recommended adoption of lien and recovery legislation with respect to old age assistance and estimated that this would cut the costs by 10 per cent. A decline in appropriations for state colleges accounted for much of the remaining difference between the current and proposed levels of spending. Proposals for most departments, however, were under 1951–53 levels.

Aid to public schools is not included in general revenue fund appropriations. Instead, the Missouri legislature, as a practice, has allocated one-third of state revenues to a special school fund, so that general revenue fund income constitutes only two-thirds of collections. For 1953–55, the school fund's share of state income is estimated at $82.4 million, of which $78.2 million—$2.7 million less than in 1951–53—is recommended for distribution to free public schools.

In addition to general revenue fund appropriations, the Governor recommended that $20 million of the balance available at the end of the current biennium be transferred to the state's postwar reserve fund, from which $11.1 million would be appropriated, principally for capital additions for the state university and other institutions. The Governor advised that the state only recently had completed a major institutional construction program and that in the immediate future only the most essential projects should be undertaken. He also proposed transferring $5 million from the postwar fund for county road purposes.

Proposed biennial appropriations for highways, financed through earmarked revenues, were substantially higher than in 1951–53; an increase in highway user taxes in 1952 expanded revenues available for highway activity.

NEW JERSEY

The Governor advised the legislature that the budget could be financed without new taxes. He anticipated, however, that surplus, estimated at $23.7 million at the end of the current fiscal year, would be reduced to $1.2 million by June 30, 1954.

Revenues were estimated at $196.8 million, somewhat above the level of collection in fiscal 1952. Appropriations in the proposed budget totaled $219.3 million, only $1.4 million below appropriations for the current year. The virtually even keel maintained in proposed total appropriations reflected a sharp reduction in the capital budget and moderate gains in the general state purposes and state aid budgets.

Recommendations for general state purposes totaled $117.6 million, 7 per cent above appropriations for fiscal 1953. Spending for virtually all state functions were reflected in the over-all increase. The largest proposed increase, $2.5 million, for the Department of Law and Public Safety, represented principally an expansion in police personnel, a complete revision of the communications system of state law enforcement agencies and a substantial expansion in activities of the motor vehicle division. Direct spending for education—mainly for state colleges, was up some $800,000. For highways, the increase was $574,000, and for hospitals, welfare and penal institutions, $2.1 million. A drop of more than $1 million in civil defense was the largest decline.

Proposed state aid payments were up 5.1 per cent over fiscal 1953, to $78.6 million. Recommended aid to political subdivisions for highway purposes was $1.1 million above the current year's level. A $1.9 million increase was proposed in aid for schools. A 1952 law increased the state's contribution to local police and firemen's pension funds from $1 million to $3.5 million. The proposed appropriation for aid payments by the Department of Institutions and Agencies was down $675,000, due to smaller relief subsidies; recommended aid to county mental hospitals and for old age assistance and aid to dependent children, included in this appropriation, were somewhat higher than in the current year.

For capital improvements in fiscal 1954, the Governor proposed spending $23.1 million—35.1 per cent less than was appropriated in 1953. Included was a drop in highway construction from $27.8 million to $20.2 million.

NEW YORK

The general fund budget proposed for fiscal 1954 estimates an increase of $9.2 million in revenues, to $1,077 million, and recommends a decline of $36.4 million in appropriations, to $1,072.5 million. General fund balances, set up as tax stabilization reserves in 1946, are expected to reach $127.3 million at the end of fiscal 1954.

The increase forecast in general fund revenues results principally from a gain of 3.3 per cent in personal income taxes and of less than 1 per cent in major excise taxes, offset by a decline of 1.2 per cent in corporation and other business taxes. Of recommended appropriations, 56 per cent supports local assistance, 40 per cent is for current state operations and debt service, and 4 per

cent represents the general fund contribution to the state's capital construction fund. Recommended appropriations for the local assistance fund totaled $596 million, an increase of $10.1 million over 1952–53, and for the state purposes fund, $427.1 million, an increase of $11.4 million.

In the local assistance budget, proposed educational grants, which constituted about one-half of the total, were up $15.6 million to $302.4 million. Recommended grants for social welfare were down $8.4 million to $125.7 million, while general assistance to local governments, consisting of per capita grants to municipalities and the counties' share of state highway-user taxes, was up $2.2 million to $118.3 million. Proposed subsidies for local housing totaled $8.9 million, $1.5 million higher than in 1952–53.

In the state purposes budget, the largest increases proposed were $4.3 million in an emergency compensation program for state employees; $4.9 million in general state charges, including $3.8 million for contributions to the state employees' retirement fund and $1 million for increased court judgments; and $2 million for improved highway maintenance and repair. Smaller appropriations were proposed for the state university, down $1 million, and for debt service requirements, down $1.4 million.

Capital construction projects recommended by the Governor totaled $135 million, of which $54.9 million was designated for highways and $31.5 million for mental institutions. Appropriations for capital construction in fiscal 1953 exceeded proposals in the new budget by more than $50 million, but actual construction expenditures in fiscal 1954 are expected to exceed the preceding year's level. Unexpended balances in the capital construction fund at the end of the 1953 fiscal year were estimated $260.9 million. Transfers to the capital construction fund from the general fund and other funds totaled $108.2 million in the proposed budget.

NORTH CAROLINA

No new taxes are needed to balance the general fund budget proposed for the 1953–55 biennium. However, expenditures are expected to exceed revenues, resulting in an anticipated drop in unappropriated surplus from $7.1 million at the end of fiscal 1953 to $332,000 at the end of fiscal 1955.

General fund revenues for 1953–55 are estimated at $384 million, an increase of $22.4 million over the current biennium. Proposed appropriations for the next biennium total $390.8 million—$10.1 million higher than for 1951–53. Appropriations for the current biennium, however, include a non-recurring proposal for setting up $17.8 million of surplus funds as an essential working cash fund to provide cash for general fund operations during seasonal lags in tax collections.

On the revenue side, expanded collections are expected from all major taxes in 1953–55. Individual and corporate income taxes, which produce about 45 per cent of general fund revenues, are expected to increase by $11.3 million. A $4.6 million rise is estimated in the sales tax, which accounts for about 30 per cent of the general fund total. Franchise taxes on business corporations and public utilities, the next largest source of revenue, are expected to increase $5.7 million in the next biennium.

Higher appropriations were proposed for virtually all major purposes. For educational, charitable and correctional institutions, recommendations were $10 million higher than appropriations for the current biennium. Proposed spending was up $16.7 million for public schools, about $1.5 million for state aid for public assistance, and $3.1 million for executive and administrative purposes. Recommended spending for permanent improvements totaled $9.6 million; the budget, however, requests this appropriation for fiscal 1953, and the amount is not included in proposed 1953–55 appropriation totals.

Recommendations for highways, financed through earmarked revenues, are more than 10 per cent below the level estimated for the current biennium. The drop is principally in construction activity, which was accelerated during the current biennium with funds from a special road bond issue.

PENNSYLVANIA

The general fund budget submitted by the Governor for the 1953–55 biennium contemplates that $157 million in added revenues will be needed to meet $1,004 million in proposed appropriations. The Governor's recommendations for expenditures exceed appropriations for the current biennium, including deficiency appropriations, by only $100 million. Revenues from existing sources, however, are expected to drop from $861 million in the current budgetary period to $837 million in 1953–55. The decline is attributable primarily to an acceleration in corporate income tax collections in the current period as a result of a 1951 statute that required corporations to estimate and pay part of their income tax liability in advance. General fund surplus at the end of the 1953 fiscal year has been estimated at $9.8 million.

Most of the increases proposed in the budget are made mandatory by existing statutory requirements. A rise in proposed spending for education from $416.5 million in the current biennium to $506.5 million in 1953–55 includes $81 million in mandated increases for state aid to local schools. Most of the remaining $9 million increase for the education function was proposed to meet rising costs in colleges and universities.

Other mandated increases include $3 million for the state employees' retirement fund, $3 million for school health examinations and $7 million for rental payments to the General State Authority. This latter body was established by the state in 1949 with power to incur debt for construction projects to be financed by rentals paid from general and special funds. The general fund itself contains no recommendations for capital improvements, but the Governor reported a great accumulated need for construction, particularly for mental hospitals, and proposed raising the General State Authority's present borrowing limit of $235 million.

Increases proposed by the Governor as necessary, but not mandatory under existing law, included $14.6 million for welfare and health institutions—$8.6 million of which was for mental hospitals—and $15 million for salary raises for state employees. Highway costs, financed through earmarked revenues rather than general appropriations, are estimated at $340 million in the next bi-

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Group psychotherapy, long a means of assistance to patients in mental hospitals, now has been introduced in the Iowa prison system. In the following pages Robert C. Lappen, Chairman of the Iowa Board of Control of State Institutions, tells of its inception and promising development there.

They Talk Out Tensions

By Robert C. Lappen

TROUBLE is brewing here!

This was my first impression as I watched thousands of gray-clad men milling about a prison yard in one of our midwestern states not long ago, shortly before a riot. It was the same breath-taking tension that I had felt on visits to other federal and state prisons, reformatories and training schools in other states and in Washington, D. C. Tension was in the air, in the sullen faces, in the hate-filled eyes of prisoners.

Here in prison, numbered in the thousands, were the victims of their own wrong choices in the conflict of Everyman. Having listened to the voice of human nature urging "Do this!" they unfortunately had ignored the warning of society, "No, don't!"

Confused by environmental influences, hereditary traits and the enigma of self, every man here had transgressed both laws to some extent, and now was suffering most from resentment toward the society that he did not understand, that had unwittingly helped make him what he was; the society now exacting the penalty for the result, and offering inadequate assistance or assurance of a better tomorrow. Beating his head against a wall of frustration, he had lost his identity in a number, his hope in dull routine and inactivity, his future in hate and despair.

Never before in my experience with the unfortunate and with penal administration had I been so disturbed as at these recent visits to various prisons by the realization that society, in rightfully removing men from its midst as unfitted for free citizenship, was neglecting its responsibility of making them at least potentially acceptable citizens upon release—mentally and emotionally cognizant of their shortcomings in society, willing to alter their course, able to understand that freedom carries obligations. The men wanted a personally satisfying life; society had failed to convince them that this was attainable only by those who administered self-discipline and respected the rights of their fellows.

I was convinced that something had to "give" before this pressure of pent-up emotion, so typical of prisons throughout the country. These visits to the prisons served to intensify my quest for a solution to the problem in my own state.

THIS PERPLEXING problem of human maladjustment had long challenged my attention, first as a lawyer of nearly forty years practice, defending those at odds with the law and those having marital difficulties, and for fourteen years of the same period as Federal Probation Officer; and later, following the uprising at the Boys Training School at Eldora, Iowa, when I served on a Governor's Citizens Committee to survey the penal and correctional institutions of the state and make recommendations to the Governor and legislature. This committee worked in conjunction with the Public Administration Service in gathering information and making the report.

As Chairman of a three-member Board of Control under the Iowa system, responsible for the administration of fourteen state institutions—including six mental health institutes, two men's penal institutions, a women's reformatory, two children's homes, one boys' training school, one girls' training school and the state soldiers' home—I was authorized by Governor Beardsley in March, 1952, to visit several penal institutions in the Middle West. My mission included observation of operations at various federal and state reformatories and prisons, a review of the problems, a search for helpful experiments, and the making of recommendations for improvement.

Accompanying me on the tour was the Clinical Psychologist of the men's reformatory, the State Director of Psychological Services, and the Director of our Sociological Services. With us for part of the time was Col. Joel R. Moore, former National Director of the Federal Probation and Parole System, under whom I had served for some thirteen years as Federal Parole and Probation Officer for the Southern District of Iowa at the time the system was inaugurated.

Reaching the individual in order to help him out of his maze of confusion in a heterogeneous prison horde seemed at once imperative and nearly impossible. Since experience with mass methods had proved sorely inadequate, my party concurred in the conclusion that over-large institutions defy at the very start the purpose of returning prisoners to society rehabilitated. More often the state of mind upon release is worse than upon admittance, since basic attitudes remain unchanged, with seething resentment added. Thus our one-or-more-time losers. We realized more than ever that to operate penal institutions larger than Iowa's—with approximately 1,200 at the State Penitentiary at Fort Madison and 800 at the State Men's Reformatory at Anamosa—was most undesirable, due to unwieldiness and the complexity of problems. The larger prisons elsewhere seemed to make our own problem more hopeful by comparison. Our best efforts at times appear discouraging, and we expect no miracles; but the successful rehabilitation of even one man provides such genuine satisfaction to the members of the Board of Control and the prison wardens that serious consideration is given to the broadening of any program or practice that produces some good results.

In group therapy we feel that Iowa has found an effective program.

The experiment had its inception in July, 1949, at the penitentiary at Fort Madison when the parents of an anti-social prisoner asked the warden to permit him to see the psychiatrist, Dr. Charles C. Graves, Director of Mental Health Institutes under the Board of Control. Soon the obstreperous prisoner, Jack by name, became amazingly reasonable and cooperative. His startled fellow prisoners began to talk about it and wonder about it, and finally they asked Jack to arrange appointments with the doctor for them. The seeming miracle of Jack's transformation reached the attention of Warden Percy A. Lainson even before Dr. Graves approached him with the suggestion for a group program. The warden immediately and wholeheartedly approved the plan. Without this attitude on his part, the plan would have been doomed to failure from the start.

The director of the prison vocational training school was called in conference with the doctor and the warden, and a plan was devised to offer the training school's eleven inmate teachers the opportunity of serving as guinea pigs in the first experiment. Each teacher, interviewed privately by the school director, was assured that there was nothing compulsory about the undertaking and that no special favors would be conferred. The only requirement for them was a desire to better themselves. All eleven enrolled—early in 1950.

Simply being school teachers did not mean that they were "nice boys," for one was serving life for murder, another was a bank robber, three were escape artists, and so on. In age they ranged from the twenties to the sixties, and in education from the eighth grade through college and professional school. Their terms were from short sentences to life.

Just what is group therapy? Many technical definitions might be given, but in layman's language it may be described quite simply as "talking out tensions," even though it is much more subtle and complex than that may suggest. One might say it is an intra-personal study in an inter-personal setting.

Who is eligible for group participation? Although it is entirely permissive—no one being compelled to attend or to talk if attending—screening is essential. To receive benefit, the individual must have a sense of inadequacy and hunger for approval and improvement. The psychopath satisfied with himself as he is must be screened out, as he receives little or no benefit from either individual or group therapy. In the opinion of psychiatrists he requires different and special treatment.

How does it work? Again, from a technical point of view, one may say it is based on suggestion. The basic problem is to take the old and familiar in the life of the prisoner and give it new significance. From a layman's point of view, it is thinking through, and thinking out loud among empathetic fellows who help a prisoner see himself as others see him, and as he really is. Looking at each other together, without blame or reproach, they seek and find ways out of their common dilemma.

Concrete problems troubling them before prison, in prison, and after release are discussed. A prisoner speaks only when he feels inclined to do so. No subject is taboo. No language holds are barred. The participants meet in small classes—from eight to fifteen in each; a larger number in a given group does not make for best results. The men sit in a circle facing each other, so that expressions and reactions may be observed, with the leader among them. There is no raising of hands or waiting to be called on. It is a give-and-take of ideas. No asides, whispering, note-writing are permitted. Everything must be open and aboveboard. There must be no restraint or repression.

The leader assists in locating a common problem such as liquor, husband-wife relationships, behav-

ior, and so on. He encourages the discussion of specific experiences—in short, persuades the men to unburden their minds, thus relieving tensions. One might say he tosses a bone into the circle and all chew on it.

While progress is not steady, but generally is jerky and interrupted, it is nevertheless progressive. Suddenly a prisoner comes to realize that he has been wearing a chip on his shoulder since his arrival, has done nothing to cooperate, has had nothing but trouble and will continue to have nothing but trouble if he follows his course; that it isn't a case of the other fellow being against him, but of his being his own worst enemy. One might paraphrase the Biblical exhortation, "Man, save thyself!" with "Man, only you can save yourself!" Group therapy enables the prisoner to realize this fact.

Even home-work is given the student in the form of exercises to relieve muscular tension. At first it was not uncommon to hear a startled guard demand most unceremoniously to know what a prisoner engaged in strange contortions in his cell might be doing. On assurance that he was a member of the group therapy class, all was understandable.

Hence it may be seen that group therapy has a three-fold purpose, giving men a chance to approach their readjustment from the ideational, character or habit, and muscular approaches. All are intended to release tensions, enlarge and adjust viewpoints, and hence alter lives.

Although group therapy classes have no graduation day, since they have no set course of study, no one exhausts the possibilities. The original group supplies leaders for new groups. Thus the plan may be expanded to include the entire institution, so that all who are receptive may be reached.

WHAT WAS the prisoner reaction? At first the group was scoffed at as members of the "nut class." Later, even the most hardened criminal took note, and it was worth your life to disparage it in the yard. At times the request for admission to classes was greater than the number who could be accepted. Unfortunately, group therapy has not been sufficiently developed in this country to create a demand for therapists to a point of ready availability.

During a period of five months at Fort Madison, the men in the experimental group met once or twice a week, in the evenings or late afternoons, the therapist giving them six hours of his time every three or four weeks. During this period one of the men became discouraged and dropped out for a few weeks, but later he returned.

Out of this experiment came expansion. When word went out that new groups were open, immediately there was a waiting list. Leaders of the new groups were taken from the original group.

In the observation of Warden Lainson at Fort Madison, who has been a most enthusiastic supporter, the group has given the men a new purpose in life. Having secured a certain amount of release, they do not find their immediate problem of "doing time" the same unbearable burden. The warden has been astonished and gratified at the change in attitude and conduct on the part of some of the men.

In a recent statistical report, dated January 29, 1953, the warden pointed out that of 110 active members then enrolled at Fort Madison, about three-fourths attended classes regularly once a week. To be an active member, a man must attend one group-therapy meeting a month. Nearly 100 per cent attend when Dr. Graves, the Director of Mental Health Institutes, visits the group. Altogether, more than 230 have taken advantage of the program since its beginning. Of members released from prison, 85 per cent have not gotten into trouble. The warden still has a waiting list for membership.

IN ADDITION to the experiment at Fort Madison, a group-therapy class was formed at the State Prison Honor Farm at Clive, 180 miles from the main prison. On this farm from forty to fifty men, soon to be released, live in barracks similar to those of the Army, with practically no guard. Their duties consist of farming. Even though behind-the-walls restraint is not felt here, and the group is better adjusted emotionally, a group therapy experiment was conducted by Lowell W. Schenke, Director of Psychological Services under the Board of Control. Reaction was similar to that at the prison at Fort Madison. Since leaders did not come out of the Clive Farm group, due to parole of potential leaders, and since no trained therapist was available, the plan had to be abandoned. But it is still talked about, and requests are still received for its renewal.

Group therapy having been used with good results in our state mental hospitals, it is only natural that it should be introduced into our penal system. Unfortunately, since it has not been developed in penal institutions as in mental hospitals, we face a dearth of trained therapists. Until a demand for them is created by the penal institutions, potential leaders will not undergo the specialized training required, and we shall find it difficult to staff our

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The California Recreation Commission operates on about one ten-thousandth of the state budget—but it has gained a state and national reputation for service far greater than that would suggest. In this article Sterling S. Winans, State Director of Recreation, summarizes the commission's birth and development in helping California and the people of local communities to meet their recreational needs.

Something New under the Western Sun

By STERLING S. WINANS

NOTHING that is new and worthwhile, under the sun or in government, happens easily. The principle is illustrated in the difficulties encountered by the Honorable S. Clinton Hastings, first Chief Justice of the California Supreme Court, when he convened the initial session of this tribunal in San Francisco over 100 years ago. A large amount of labor "consequent upon the unorganized state of society at that time" was imposed upon the tribunal—"the labor of searching for authorities in an unfamiliar language, and an unfamiliar system of jurisprudence; and with the lack of printed ordinances or decrees, claimed to have the force of law in Spanish and Mexican proconsular government."

Newness of the idea of a state recreation commission also was encountered as an obstacle in California. Remember that, while Chief Justice Clinton had his troubles in establishing the Supreme Court, there was a Supreme Court in almost every other state at the time, and court procedure was fairly well formulated. In contrast, the idea of a recreation commission in any state is new; a whole procedure and even a pattern of relationships had to be established.

Local, state and federal governments have been slow to accept responsibilities for recreation as a function and a basic service. Under our early philosophy of government, responsibility for education, health and welfare was left largely to the individual and to voluntary philanthropic organizations. Today—the time is here—the man on the street or in legislative halls recognizes the responsibility of government for a substantial share in organized recreation. Recreation agencies—governmental, voluntary or commercial—never will be expected to provide for all the amenities of life. Government may be expected, however, to provide for at least one basic essential: a place to play for the children, youth and adults of every neighborhood in the land.

A Young State Takes Action

To nurture and stimulate the development of organized recreation, the California legislature established an independent agency in 1947, on the recommendation of Governor Earl Warren. The establishment of commissions in North Carolina, Vermont and Washington and the unusual interest of several other states in this approach have indicated a trend. The idea seems to be good. Establishment of an appropriate recreation agency in each state was one of the recommendations of the White House Conference on Children and Youth, held in December, 1950.

A statewide study by the voluntary "Committee for the Study of Recreation in California" in 1946 pointed up need for a recreation commission. This was based on several factors. There was a need to marshal the state's resources to meet the expanding leisure of people and to develop recreation facilities and programs for adults as well as for children and youth. The bursting population of California, the emphasis on protection of children and youth, and the inadequacy of facilities, programs and services in communities had been responsible for a deluge of requests to the State Youth Authority (which provided emergency recreation consultant services, 1945–47) for technical help. A further factor was lack of coordination in existing services of federal, state and local agencies.

Organization and Functions

The resulting Recreation Commission consists of seven members appointed by the Governor, one of whom is designated by him to serve as Chairman. Members serve without compensation and hold monthly meeting at the capital and in various communities of the state. The Director of Recreation, appointed by the Governor, with four field representatives (Recreation Specialists) working out of a

headquarters office in Sacramento and a field office in Los Angeles, provides technical services to state and community agencies.

Vitality of the recreation function in California and her communities is enhanced by the fact that the commission is required by law to (1) "cause to be studied and consider the whole problem of recreation of the people," (2) "formulate recreational policies," (3) "aid and encourage public recreation activities," (4) "inventory facilities or services that may be needed," (5) "assist in the coordination of federal, state and local recreation programs."

Statewide Services and Planning

Concerns of people for organized recreation and the related problems of public, private and commercial agencies are now discussed in councils of the state. Community recreation agencies now look to their counterpart in state government to bring important issues before such bodies as the Governor's Council, standing and interim committees of the Legislature and departments of state government, and also to the attention of federal agencies operating in the state.

A case in point is the California problem of many smaller communities adjacent to numerous military bases now serving as the training ground for thousands of service personnel. The state and these communities desire to give the armed forces a warm welcome and to organize recreation facilities and programs for this purpose. However, the influx of service personnel was so large that the Governor and the Legislature brought the matter to the attention of the President and Congress after the problem had been placed in focus by the Recreation Commission. A publication prepared by the commission, "Off-Post Recreation for Servicemen and Women," contains a statement of policy on the responsibility of public recreation agencies. The distribution of critical materials for construction of recreation facilities during the mobilization period and the utilization of natural forest recreation areas are examples of other pertinent statewide problems that have led to constructive action by the commission.

A recreation plan developed by it for the Department of Mental Hygiene was the basis for a statewide plan of this department for recreation therapy in hospitals serving thousands of patients. Services had been provided to the Department of Corrections, through its committee on recreation, in prisons, institutions and camps. As part of a team of state agencies, the commission has conducted joint community studies on youth welfare with the Youth Authority and the Departments of Social Welfare, Public Health and Education. These studies were undertaken in accordance with the Governor's insistence upon coordination between related departments.

In cooperation with the State Water Pollution Control Boards, recommendations were formulated on criteria and quality requirements for water used for swimming, boating and aesthetic enjoyment. Organized camps and programs have been stimulated and benefited by a commission study that resulted in a publication on state and federal "Laws and Regulations Relating to Organized Camping." More than 1,000 professional recreation leaders, representing 500 agencies, assisted the commission in formulating "Standards for Professional Recreation Personnel"; considerable national interest has been evidenced in this publication.

Service Activities in Communities

At the request of governmental jurisdictions, more than 100 formalized studies have been made of recreation facilities and programs. Recommendations and suggestions for improvement have been developed and submitted to the governing bodies.

Less dramatic than statewide projects and community surveys, but of fundamental value, are day-to-day services provided "on-the-ground" or by making pertinent resource materials available. These services are provided on request to recreation agencies of unincorporated communities, cities, recreation and park districts, counties, voluntary organizations, industrial firms, universities and colleges. In addition, services are rendered to many individuals—people are still *the* customers of state government—and requests are received from outside the state and the nation.

Informed recreation leaders were aware that resource materials pertinent to California's major problems were lacking in the recreation field. To develop these tools, the commission has prepared and distributed printed publications and a number of mimeographed releases on a variety of technical subjects. No state in the nation has a recreation code. To meet this need in California, a compilation of state and federal laws relating to recreation and park functions was published. Training programs for recreation leaders and annual reports to the Governor on recreation facilities and programs that exist or may be needed are subjects of other publications.

State-sponsored conferences are utilized frequently in California to get the help of Mr. Citizen on major problems such as employment, mental health and youth welfare. The Governor's 1951 conference on problems of the aging highlighted the importance of recreation opportunities for older people. The commission's publication, "Recreation for Older People in California," has been in such demand that a reprint was necessary. Annual

statewide conferences on recreation are sponsored by the commission in cooperation with the California Recreation Society and the National Recreation Association. More than 1,000 lay and professional leaders from public, private and industrial recreation agencies participated in the 1953 conference. To spread the services of a small staff, assistance is given by the commission through other conferences and leadership training institutes.

New Ventures Have Ups and Downs

Obstacles and hazards make for vitality and progress in human affairs, including government. Development of the commission and of recreation facilities and programs in communities is no exception.

But new ideas may, through their newness, prove difficult hurdles even under the western sun. Although the commission is five years old, with a 1952–53 budget of $84,853 (one ten-thousandth of the state budget), state officials and legislators can be found in the halls of the capitol who doubt the validity of this new approach.

The tremendous financial pressure on California to provide for the needs of citizens, who have almost doubled in number since 1940, has been felt in every state program, including the Recreation Commission. The soundness of the legislative act providing for the commission and the consistent quality of the agency's work have enabled it to meet successfully the searching inquiries of budget committees. It is not unusual that the tremendous public interest in recreation is expressed by organizations representing citizens. Support of the commission's work has been expressed from time to time through actions of the League of California Cities, the California Federation of Labor and the California Congress of Parents and Teachers. The Assembly Interim Committee on Youth Welfare, 1950, recommended that the commission be expanded. The concept persists that the agency will pay off.

A principle embodied in the act creating the Recreation Commission was part and parcel of the thinking of the late Dr. C. A. Dykstra, first Chairman of the commission and nationally esteemed educator and leader in government: "I firmly believe that the community should do its own recreation job and that the state should help and advise, rather than to administer and control."

This principle is illustrated by the fact that the commission is not wedded to recreation lands, to buildings or program operation.

Another gauntlet that must be run by a separate recreation agency of the commission pattern in any state is some disfavor from governmental analysts. Consistency in governmental organization indicates that small agencies should be consolidated in larger departments. However, as new functions arise, new agencies are necessary to measure needs and stimulate orderly activity. Before recent years, who ever heard of a War Manpower Commission, an Atomic Energy Commission, or an Air Pollution Control Board? Such bodies constitute some substantiation for embodiment of the recreation function in a separate agency.

The recreation function is complex and cuts across many departments of California government. Several agencies carry out statewide responsibilities for specific portions of organized recreation as primary or incidental functions. Some of these departments are Education, Natural Resources (with its Divisions of Beaches and Parks, and Forestry), Fish and Game, Public Health, and the Division of Fairs and Expositions in the Department of Finance. There was no end of discussion by the voluntary statewide committee—which included representatives from these departments—before the agreement that advisory, service and coordinating functions in organized recreation should be lodged in a separate agency. The cooperation of the departments in aiding the commission's program has been outstanding.

In relation to other departments, the nine positions provided for the commission and its modest appropriation may characterize it as unimportant. On the long pull, however, the impact of voluntary services from informed, forceful and energetic citizens as commission members and an excellent staff will be felt in orderly and more effective development of recreation facilities and programs.

What Is the Product?

"What has the commission accomplished? What has happened in the state as a result of its services that would not have happened if it did not exist?" Answers to these questions cannot be given in terms of miles of pavement, tons of meat inspected, number of prisoners fed, drivers' licenses issued, buildings constructed, or even in acreage of beaches and parks acquired. But of the 172 public recreation agencies operating year-round services in California communities as of July 1952, fifty-six—or 33 per cent—have been established since creation of the Recreation Commission in 1947. California leads the nation in the number of local recreation agencies providing year-round programs as a service of city, county and district government. These agencies will expend more than $30 million in 1953–54 from local funds, exclusive of capital outlay. It is evident that organized recreation is a significant aspect of California's economy.

Many communities need help in a new venture. Remember again that public recreation agencies are financed by local funds; the consequent strain

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Getting Results from Training

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into small workshop units. Each workshop unit group then was asked to make recommendations aiming at eliminating one problem area. To complete the training experience, the members of the various units underwent the following specific work experiences:

1. They functioned as executives, since they were given the authority to make decisions on matters of major agency concern.
2. They discovered how many conflicting interests and varying points of view often enter into developing final managerial policy.
3. They discovered that decisions which will please everyone are difficult to reach.
4. They gained practice in phrasing and recording policy statements.
5. One member of each group gained practice in reporting the unit decisions to the larger group.
6. Practically everyone gained practice in oral expression and debate in the general discussion that followed each report.

All this was achieved in one workshop situation. The points listed are not things that were taught; they are experiences to which the trainees were subjected as part of the workshop program. Think what a rich evaluation can be developed at the end of such a workshop! And note the almost unlimited possibilities in training follow-up! Training techniques such as these make the older methods look pallid and insipid by comparison.

For paperwork clinics and clerical training we particularly recommend laboratory methods. One of the best devices we have encountered is that of projecting copy (forms, slips, cards or other paperwork items) upon a screen and permitting the employees to find and correct the faults. For some reason, we get much better results from a screen than from supplying the trainee with written copy which he can correct manually. We also use the screen to show comparative ways (bad, good, better, best) of doing the same clerical job—but we let the employee determine which items are bad and which good.

We believe role playing to be one of the most effective ways to correct chronic clerical error. Obviously, such errors can be corrected only by a change in employee attitude and habit. By injecting the employee into a role-playing situation which parallels both the error and its significance, it may be possible to reach the employee's consciousness and set up a permanent barrier to later repetition of that error.

We also have been experimenting with training tests which require the employee to recognize any deviations from a standardized pattern. Such practices might enable clerical employees to recognize and correct certain of their own errors, since such errors are themselves always deviations from an acceptable pattern.

What has been said thus far should explain why we shall never again try to "teach" letter writing or report writing by means of rules and principles. We have learned that the way to train employees to write is to have them write. Only as the employee learns by actual experience how properly to express himself will he be able to translate that experience into permanent results. All our future writing programs will be built in terms of actual writing problems and experiences, with no reference to rules or principles. The chief objection to such a course is obviously not its nature but the arduous work involved in developing and conducting it.

Enough has been said to indicate that our future supervisory, human relations and leadership "courses" will consist almost entirely of case studies, problem-solving discussions, dramatic skits and role playing. By giving the employee maximum participation during the training period, we believe we shall also secure the maximum training result. We are convinced that the more supervisory training is divorced from the work situation, the less effective will be the results of that training.

Two considerations remain to be noted. The first is that the problem of selling training to management will solve itself, once management is convinced that training results are real. It is extremely difficult to sell management the "idea" of training; it is easy to sell transparent results. Where the new techniques are in question, we sell management on the experimental process. Management, always interested in research, is reluctant to turn down an inexpensive but speculative experiment. If the experiment fails, little is lost. If it succeeds, management usually will buy a large consignment. But you must deliver results, not promises.

Finally, as our workshop example indicated, the problem of evaluating training results takes care of itself if you produce something worth evaluating. Put an employee into a training situation that is real and you are in a position to determine how effectively that employee functions, what strength and weakness he possesses and what follow-up and special development he needs. Comparisons, shortcomings, virtues and basic potentialities stand out clearly. That is, if you use the right training methods. But it can't be done in ten easy lectures. Or in an unplanned, loose-jointed, ineffectual conference.

State Budgets—1953

(*Continued from page 139*)

ennium, compared with $323 million currently. Purposes for which smaller appropriations were proposed included public assistance—which was down $22 million for the two year period—conservation, civil defense and debt service requirements.

WASHINGTON

A general fund deficit, estimated at $45.2 million at the end of the current biennium, was expected to remain substantially unchanged during the next biennium on the basis of budget estimates. Revenues from state sources were expected to reach $383.1 million, exceeding the level of the current biennium by $20 million, due mainly to higher yields from the state's retail sales and business and occupation taxes. Revenue estimates reflect the proposed extension of a series of temporary excises which became effective on November 1, 1951, among them a 10 per cent sales tax on alcoholic beverages and surtaxes on occupations and utilities. An added $75.7 million in receipts from the federal government is expected to raise the revenue aggregate to only slightly below the proposed 1953–55 expenditures level of $459 million, which exceeded estimated 1951–53 spending by 6.5 per cent.

The budget provided for an increase of 6 per cent for state universities and colleges, 13 per cent for state hospitals and welfare institutions, about 7.2 per cent for aid for public schools, 8.4 per cent for other state aid payments to political subdivisions and 1.6 per cent in public-assistance expenditures. Capital outlay proposals were down 23.3 per cent. Proposals for public assistance were $185.1 million, 40 per cent of total general fund recommendations. Educational aid, at $146.8 million, constituted about one-third of the proposed total. Highway expenditures, financed by earmarked revenues from a special fund, were estimated at $142 million for the next biennium; highway expenditures for the eighteen months of the current biennium totaled $98.8 million.

They Talk Out Tensions

(*Continued from page 142*)

prison schools where the system is in operation.

In Iowa, we have reached the conclusion that group therapy is worthy of becoming a part of our prison school system; that it offers men a chance to come out from behind the screen of nonentity, as "a number," to the status of a self-respecting human being who has gained a changed perspective through new insight, and who is ready and anxious to begin anew.

Not least of its virtues is the opportunity given a man to teach and to save himself by helping others. What Alcoholics Anonymous does for the alcoholic outside, group therapy does for men in prison. A. A. expects "slips"—and we do not delude ourselves into believing that group therapy is a "cure-all," nor that it guarantees the sending of model citizens back into the outside world. But we do feel from our brief experience that the advantages far outweigh the disappointments. Personally, I am convinced that we have taken another long stride in our efforts toward helping the man behind the walls to return to society a better person than when he left it; that through talking out his tensions he has learned better to understand himself and his fellows. When he has paid in full his debt to society, group therapy will have helped him to walk out into a brighter tomorrow, truly free.

Something New under the Western Sun

(*Continued from page 145*)

on community budgets makes it mandatory that funds be spent wisely. With effective procedures, the recreation dollar can be stretched to the limit. There are at least two ways of organizing governmental services: One, by the hit-or-miss, trial and error method; the other by use of systematic and effective procedures. The large number of requests from California communities for the commission's counsel indicates that citizens and officials prefer the latter.

Spark of a New Idea

People attracted by the spark of a new idea have a tremendous lever and capacity for accomplishment. In a sense, development of this new idea is a joint project with leaders in recreation and government in other states who are giving thoughtful consideration to the role and the place of organized recreation in state government.

Communities of many states are without stimulus and guidance from government in the development of neighborhood places to play. California has accepted responsibility to pioneer in a new venture. The proven worth of the underlying idea in California and a few other states means that ground has been broken for many states whose resources and needs make the recreation commission pattern advisable.

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Among the States

(*Continued from page 130*)

sidering the issues, the court held that the tax in question is not a sales tax as such but a tax on the privilege of engaging in business in Arizona, measured by the amount of business done. The decision asserted that ". . . a person may engage within the state in a business that is either intrastate, interstate, or both intrastate and interstate. . . . It is clear that a tax upon the privilege of engaging in business within the state, if not limited, includes and applies to interstate as well as to intrastate business."

●

Federal Gambling Registration.—The United States Supreme Court has ruled that the 1951 Congressional act requiring registration of gamblers and the payment of a $50 fee is constitutional. In a six to three decision, the court reversed an earlier ruling by the United States District Court in Philadelphia which had held that Congress infringed upon police powers reserved to the states in attempting to penalize illegal intrastate gambling. The majority opinion held the law valid as a tax measure even though it has regulatory effect and compared the tax with taxes on narcotics and firearms. The minority opinion, written by Justice Frankfurter, declared that the wagering tax was "an inadmissible intrusion into a domain of legislation reserved for the states."

●

Veterans Preference.—The Supreme Judicial Court of **Massachusetts** has ruled that preference given to veterans in state civil service examinations is constitutional. Four suits by nonveterans had contended that "practically all chance of promotion is denied them" because of point credits accorded veterans, but the court dismissed the claims. Chief Justice Stanley Qua's decision made the point that "if nonveterans attain sufficiently high marks they will stand ahead of veterans and be certified for promotion." The court said it is well established that any absolute preference requiring appointment of veterans without regard to fitness is unconstitutional, but there is nothing wrong in granting employment preference to veterans who first qualify by passing an examination.

●

Pennsylvania Auto Inspections.—In each of the past four years the National Safety Council has presented an award of merit to Pennsylvania for its program of compulsory motor vehicle inspection. According to Otto Messner, Secretary of Revenue for the Commonwealth, "the state-administered program of compulsory inspection is the most practical way to keep unsafe cars and trucks out of circulation." There are approximately ten thousand official inspection stations in Pennsylvania, supervised by the state police, and about seven million inspections are conducted each year. During 1951 and 1952 more than 260,000 motor vehicles were "junked" by their owners after semi-annual inspections showed them to be unsafe. The inspection law has been in effect since 1929.

New Jersey Highways.—New Jersey has under way a $300 million highway program that is expected to be completed by mid-1954. A major portion is being constructed by the State Highway Authority in the form of the Garden State Parkway to facilitate trans-state traffic. The balance is for bridges and interchanges in the densely populated metropolitan area. When completed the Garden State Parkway will extend 165 miles from North Jersey to Cape May in the southernmost part of the state. A twelve-mile section of the parkway is already in use, and other links are expected to be opened in June. Remaining sections will be put into operation as they are completed.

●

Connecticut Highway Plans.—A Connecticut legislative committee has recommended development of a network of four-lane throughways and expressways that will blanket the state. For immediate action it has recommended an east-west throughway running from the New York border to Rhode Island; legislative approval of a bond issue of some $200 million was asked for financing the project. An additional grid of expressways was recommended, to cost about $200 million more. Although it was expected that most of the new superhighways would be paid for by tolls, there is no apparent intention to establish any special "authority" to construct and operate them. The committee estimated it would take approximately ten years to complete the program.

●

Wyoming Sanitation Classes.—Restaurant personnel soon will be invited to enroll in special sanitation classes offered by the Wyoming State Health Department as part of a statewide program to improve public health standards.

●

Photographing Oregon Forests.—Aerial photographing was to be undertaken this spring of the Tillamook burn and adjacent areas comprising approximately 514,000 acres of forest lands in Oregon. The photographs will be used in promoting reforestation and rehabilitation programs, such as aerial seeding and construction of fire corridors and roads in the burn. Officials estimate that use of aerial photographs will reduce the cost of field work by one-third.

●

New Hampshire State Farms.—Substantial improvement in farm-land use at state institutions in New Hampshire has been accomplished in the last two years. The initial step was to name a "State Farm Supervisor" to cooperate with the Agricultural Extension Service, the Conservation Service and other groups in developing better land-use plans. The next step was a detailed soil-conservation program, put into operation at the state mental hospital, the state prison and other institutions with farms. This involved such major shifts as complete elimination of row crops on some farms. In one biennium there was enough return to amortize all clearing and draining expenditures, plus additional cash savings from elimination of outside feed orders. An even greater return is expected in future.

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